

Message Text

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ACTION EUR-12

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S E C R E T SECTION 1 OF 2 USNATO 2291

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT: APRIL 22,23, AND 24 DRC MEETING: MINISTERIAL GUIDANCE

REF: A. USNATO 2057

B. STATE 89949

C. STATE 089950

SUMMARY. DURING APRIL 22-24 MEETING, DEFENSE REVIEW COMMITTEE (DRC) COMPLETED ITS FINAL REVIEW OF DRAFT MINISTERIAL GUIDANCE (REF A). DRC ACCEPTED MAJOR US-PROPOSED REVISIONS (REFS B AND C); DEVELOPED COMPROMISE LANGUAGE FOR WARNING OF WAR; INCREASED EMPHASIS ON REGIONAL FORCE PLANNING AND COOPERATION IN "DIRECTIVES" TO NATIONS AND MILITARY AUTHORITIES; ASKED INTERNATIONAL STAFF (IS) TO INCLUDE ABBREVIATED VERSION OF "DIRECTIVES" TO DPC PERMREPS IN COVER LETTER WHICH TRANSMITS GUIDANCE DOCUMENT; AND FAILED TO REACH AGREEMENT ON RESOURCE GUIDANCE FOR INCREASES IN NATIONAL DEFENSE BUDGETS. IS WILL CIRCULATE (AND SECRET

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MISSION WILL FORWARD) COMPLETED DOCUMENT ON APRIL 25, WHICH DPC PERMREPS WILL CONSIDER IN EARLY MAY. DRC WILL MEET APRIL 25 TO DISCUSS UNCLASSIFIED PUBLIC STATEMENT DRAWN FROM MINISTERIAL GUIDANCE DOCUMENT. ACTION REQUESTED: WASHINGTON GUIDANCE ON

WARNING OR WAR CLASSIFICATION (PARA 3 BELOW). END SUMMARY

1. DURING APRIL 22, 23, AND 24 DISCUSSIONS OF MINISTERIAL GUIDANCE, DRC REPS MADE NUMEROUS CHANGES TO EXISTING DRAFT (REF A). HIGHLIGHTS OF DISCUSSION FOLLOW.

2. PURPOSE OF NATO FORCES. NETHERLANDS REP (CARSTEN), CLAIMING "STRICT INSTRUCTIONS" FROM HAGUE, ASKED DRC TO REPLACE "AND SO DEPLOYED AND ORGANIZED, AS TO AUGMENT THE CONVENTIONAL DEFENSE" IN PARA 19 B ON THEATER NUCLEAR FORCES WITH " AS TO CONTRIBUTE TO THE DETERRENT EFFECT OF CONVENTIONAL FORCES." US (BGEN BOWMAN), FRG (GEN SCHUNEMANN), UK (MACDONALD) AND SHAPE (BGEN MILLER). REPS STRONGLY OBJECTED; DRC PLACED NETHERLANDS RESERVATION WA FOOTNOTE. DRC ACCPETED US REP'S REQUEST TO ADD"AND CAPABLE OF SELECTIVE, FLEXIBLE USE IN SUPPORT OF OTHER NATO DEFENSES" TO END OF PARA 19(C) COVERAGE OF STRATEGIC NUCLEAR FORCES.

3. WARNING OF WAR. CHAIRMAN OPENED DISCUSSION BY NOTING THAT MC-161/75 SECTION OF WARNING OF WAR IS OF LITTLE VALUE TO DEFENSE PLANNERS, AND SUGGESTED THAT IS ATTEMPT A DRAFT FOR MINISTERIAL GUIDANCE DRAWN FROM MORE DEFINITIVE SECTIONS OF MC-161. IS DRAFT DREW HEAVILY FROM MC-161/75 PART IV SECTHONIV ON SPEED OF SOVIET MOBILIZATION AND DEPLOYMENT. US REP PORTESTED THAT SUBJECT SECTION IS ONLY ILLUSTRATIVE CONCEPT AND CALLED FOR SIMPLE REFERENCE TO MC-161, FOLLOWED BY APPROPRIATE LANGUAGE ON USE OF WARNING TIME. FRG, ITALY(MACCHIAVELLI), TURKEY(TOPUR) AND DENMARK (ROSENTHAL) REPS SUPPORTED US REP. UK, CANADA(SHEFFIELD), NORWAY(LEINE), BELGIUM (TAYMANS) AND PORTUGAL (CATARINO) REPS SUPPORTED CHAIRMAN'S CONTENTION THAT MINISTERIAL GUIDANCE MUST TREAT LENGTH OF WARNING. US REP STATED THAT US WOULD ACCEPT REFERENCES TO DAYS OF WARNING ONLY WITH QUALIFIERS AS CONTAINED IN MILITARY APPRECIATION ON INCOMPLETENESS OF SOVIET PREPARATIONS AND GAPS IN LOGISTIC ORDER OF BATTLE. FRG REP INSISTED ON INCLUDING MC-161 REFERENCE TO SPECIFIC NUMBER OF HOURS IN SHORT-WARNING CASE.IS THEN PRODUCED NEW DRAFT, WHICH DRD AMENDED AND APPROVED. TEXT CITES READINESS OF SOVIET CATEGORY A DIVISIONS AND SPEED OF MOBILIZATION AND MOVEMENT OF WMD-BASED REINFORCEMENTTE (TOGETHER SECRET

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WITH QUALIFIERS), POINTS OUT LOW PROBABILITY OF NO-WARNING ATTACK DUE TO POLITICAL WARNING AND CONSEQUENCES OF QUICK ESCALATION, BUT CITES WP CAPABILITY REPEAT CAPABILITY TO LAUNCH SURPRISE ATTACK. DRC IMPORVED DRAFT PARAGRAPH ON USE OF WARNING TIME BY ADDING US POINT THAT NATO COUNTER BUILD-UP SHOULD BE STEP-BY-STEP, AND UK ADDITION ON IMPROVEMENTS TO NATIONAL AND NATO CRISIS MANAGEMENT MACHINERY. IS WILL DRAFT CORRESPONDING SHORT SUB-PARAGRAPH ON USE OF WARNING TIME FOR INCLUSION IN DIRECTIVES (TO NATIONS) SECTION. FOLLOWING DISCUSSION OF WARNING OF WAR, IMS REP POINTED TO CLASSIFICATION PROBLEM IN USING SPECIFIC NUMBER OF HOURS FOR SHORT WARNING. CHAIRMAN ASKED NATIONAL REPS TO OBTAIN VIEWS OF CAPITALS ON SPECIFYING NUMBER OF HOURS IN A SECRET DOCUMENT.

MISSION COMMENT: WE BELIEVE THAT USE OF THE ACTUAL TIME FIGURE AT SECRET LEVEL AS DESIRED BY FRG IS PERMISSIBLE, PROVIDED THAT CONTEXT DOES NOT SPECIFY RATIONALE FOR THE FUTURE.

ACTION REQUESTED: WASHINGTON GUIDANCE ON CLASSIFICATION.

4. CHARACTERISTICS OF NATO FORCES. AT REQUEST OF US REP (REF B, PARA 7), DRC SOFTENED REQUIREMENT IN DRAFT PARA 26(B) FOR ALL AIRCRAFT TO POSSESS ALL-WEATEHER CAPABILITIES. REVISED SENTENCE WILL READ, "AIRCRAFT SHOULD POSSESS THE NECESSARY ALL-WEATHER CAPABILITIES AND BE ADEQUATELY PROTECTED AGAINST AIR ATTACK." DRC ACCEPTED UK REP'S REQUEST TO INCLUDE IN PARA 35(C) REQUIREMENT THAT MARITIME FORCES POSSESS CAPABILITY TO SUSTAIN OPERATION DURING TIME OF TENSION AT SUBSTATNTIALLY HIGHER INTENSITIES THAN DURING PEACETIME. DRC ACCEPTED US REP'S REQUEST, (DRAWN FROM REF B, PARA 4) TO SEPARATE CONTINUED DEVELOPMENT OF SELECTIVE AND CONTROLLED THEATER NUCLEAR OPTIONS FROM COMMAND AND CONTROL HEADING INDRAFT PARA 35(D)).

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5. RESOURCES (PARAS 37 AND 38). NETHERLANDS AND DANISH REPS ASKED DRC TO USE CURRENTLY BRACKETED LANGUAGE READING "NATO'S DEFENSIVE STRENGTH" IN SECOND SENTENCE OF PARA 37 AND "REQUIRED" IN THIRD SENTENCE OF PARA 38. ITALIAN REP SAID RESOURCES SECTION SHOULD NOT REPEAT NOT MENTION FORCE LEVELS. HE ASKED DRC TO NOTE THAT IF FORCE LEVELS WERE SPECIFIED, THEY WOULD NOT PREJUDICE OUTCOME OF ONGOING INTALIN DEFENSE RESTRUCTUREING DELIBERATIONS. AFTER LENGTHY DISCUSSION, DRC ACCEPTED UK AND FRG REPS' PROPOSAL THAT SECOND SENTENCE OF PARA 37 REFLECT DRAFT PARA 7(A) IDEA THAT ALLIES MAINTAIN FORCE LEVELS ALREADY IN EXISTENCE OR

FORESEEN IN PLANS CURRENTLY DECLARED TO NATO. MOST DRC REPS VIGOROUSLY PROTESTED UNSUCCESSFUL ATTEMPT BY NETHERLANDS REP TO TIE REGULAR REPLACEMENT AND MODERNIZATION OF MAJOR EQUIPMENT (PARA 37, SECOND SENTENCE) TO PROGRESS IN RATIONALIZATION/SPECIALIZATION. DRC REVISED FIRST PART OF THIRD SENTENCE IN PARA 38 TO READ, "IN ORDER TO MAINTAIN PLANNED FORCE LEVELS, ETC".

6. RESOURCES (PARAS 39-41). DRC REPS COULD NOT REACH AGREEMENT ON REQUIRED LEVELS FOR FUTURE NATIONAL DEFENSE BUDGETS. DANISH, NETHERLANDS, DRG AND UK REPS SOUGHT DELETION OF CALL FOR 3-5 PERCENT ANNUAL REAL INCREASES (PARA 39, FIRST SENTENCE); DANISH, SECRET

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NETHERLANDS, PORTUGUESE AND NORWEGIAN REPS PROTESTED SPECIFIC REFERENCES TO PERCENTAGE OF GNP AND PER CAPITA DEFENSE EXPENDITURES (PARA 39, THIRD SENTENCE). CANADIAN REP INTRODUCED NEW LANGUAGE FOR PARAS 39 AND 40 WHICH RETAINED REFERENCES TO 3-5 PERCENT ANNUAL REAL INCREASES AND DELETED DRAFT PARA 40 IN TOTO. AFTER LENGTHY DISCUSSIONS DURING EACH OF 3-DAY MEETINGS, DRC ACCEPTED COMPROMISE LANGUAGE IN PARA 39 WHICH CALLED FOR REAL ANNUAL DEFENSE INCREASES "WITHIN THE LIMIT OF REAL INCREASES ON THE ORDER OF 3-5 PCT. PER YEAR", AND FOR PARTICULAR EFFORTS BY THOSE ALLIES WHO CURRENTLY SPEND LESS THAN 4.1 PERCENT OF THEIR GNP OR US DOLLARS 150 PER CAPITA ON DEFENSE. DRC PLACED ABBREVIATED VERSION OF PARA 40 IN A FOOTNOTE, RETAINED CANADIAN PROPOSALS FOR PARAS 39 AND 40 IN BRACKETS, AND NOTED, BY FOOTNOTE, THAT NETHERLANDS AND DENMARK HAD RESERVED ON PARA 39 CALL FOR ANNUAL 3-5 PERCENT INCREASES IN NATIONAL DEFENSE BUDGETS.

7. SUPPORT FROM CIVIL SECTOR. DRC REMOVED BRACKETS FROM LAST SENTENCE OF PARA 52 AND DELETED WORK "APPROVED." DRC REMOVED BRACKETS FROM REVISED FIRST SENTENCE OF PARA 53 WHICH NOW READS, "CIVIL EMERGENCY PLANNING IN NATO SHOULD BE CONSISTENT WITH THE STRATEGIC AND OTHER PRINCIPLES SET OUT IN THE GUIDANCE".

8. PRIORITIES. DRAWING FROM REF B, PARA 2, US REP OBTAINED DRC APPROVAL FOR SECOND SUBSECTION OF PARA 56 TO READ, "FORCES (INCLUDING REINFORCEMENT AND MOBILIZATION FORCES) WHICH CAN ETC..."

9. DIRECTIVES TO NMA'S (PARAS 61-66). DRC CHANGED DRAFT FORCE PROPOSAL GUIDANCE ((PARA 61) TO REFLECT ASSUMPTION THAT NATIONAL FORCES ARE MAINTAINED "AT LEAST" AT CURRENT LEVELS AND ACCEPTED US REP SUGGESTION TO DROP PROVISION CALLING FOR NMA FORCE PROPOSALS REGARDING MODERNIZATION OF STRATEGIC REPEAT STRATEGIC NUCLEAR FORCES. DRC MODIFIED AND ACCEPTED US REP SUGGESTION REGARDING NMA'S RESOURCE ASSUMPTION LIMITATION (PARA 62) TO INVITE NMA'S "TO DEVELOP FORCE PROPOSALS WHICH NATIONS CAN IMPLEMENT WITHIN THEIR EXISTING LEVELS OF DEFENSE EXPENDITURES PLUS REAL INCREASES OF UP TO FIVE PERCENT AS SPECIFIED BY EACH NATION". CANADA, DENMARK AND NETHERLANDS REPS RESERVED ON THIS FORM OF

STATEMENT. DRC ALSO ACCEPTED US REP SUGGESTION TO MODIFY PARA 63 TO STATE: "ONLY A LIMITED NUMBER OF FORCE PROPOSALS ADDRESSED TO EACH NATION SHOULD BE ACCORDED THE HIGHEST PRIORITY".

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10 DIRECTIVES TO NATIONS (PARAS 67-77). DRC ACCEPTED US REP SUGGESTION TO MODIFY PARA 69 TO STRESS REGIONAL ASPECTS OF RESTRUCTURING AND UK REP POINT (PARA 70) ON "PROPOER BALANCE" BETWEEN NATIONAL SUPPORT OF FORCES AND COMMONLY FUNDED PROGRAMS. DRC MODIFIED RESOURCE GUIDANCE AS FOLLOWS: "THE RESOURCES NECESSARY TO IMPLEMENT THE ABOVE SHOULD BE MADE AVAILABLE, ALLOWING FOR APPROPRIATE ANNUAL INCREASES OF UP TO FIVE PERCENT IN REAL TERMS. NATIONS SHOULD PROVIDE SPECIFIC RESOURCE PLANNING DATA TO NATO TO GUIDE NMA'S IN THE DEVELOPMENT OF FORCE PROPOSALS". CANADA, DENMARK AND NETHERLANDS REPS RESERVED ON THIS FORMULA. SHAPE REP, NOTING THAT CONSULTATIONS ON DRAFT FORCE PROPOSALS WILL BEGIN IN LATE MAY, ASKED HOW AND WHEN NMA'S WILL RECEIVE THIS DATA. NETHERLANDS AND FRG REPS STATED THEIR DATA IS AVAILABLE. PORTUGAL, DENMARK, AND CANADA REPS STATED THAT SUCH PROJECTIONS WOULD BE DIFFICULT TO OBTAIN. US REP SAID THAT DATA NECESSARY FOR FORCE PROPOSAL DEVELOPMENT COULD BE MADE AVAILABLE. CHAIRMAN STATED THAT DECISION SHEET OF MEETING WOULD REFLECT DRC AGREEMENT FOR COUNTRIES TO GIVE NMA'S NECESSARY DATA BY JUNE 1. MISSION COMMENT: DRC DISCUSSION REFLECTS CHAIRMAN'S STRONGLY-HELD VIEW THAT IMPLEMENTATION OF MINISTERIAL GUIDANCE THROUGH NATIONAL DEFENSE ESTABLISHMENTS MUST BEGIN ON MINISTERIAL APPROVAL OF THE GUIDANCE. MISSION TRUSTS THAT WASHINGTON, AFTER PUSHING INITIATIVES TO LINK NATIONAL AND NATO DEFENSE PLANNING, IS FULLY PREPARED TO GIVE SACEUR AND SACLANC DATA THEY NEED AND TO SET THE EXAMPLE IN THIS REGARD.

END COMMENT.

11. GUIDANCE TO DPC PERMREPS (PARAS 78-80). AT INSTIGATION OF UK REP, DRC DELETED ENTIRE SECTION ON GROUNDS THAT THOSE PORTIONS WORTH RETAINING WERE MORE SUITABLE FOR COVER NOTE. MOST REPS BELIEVED REMAINDER OF SECTION HAD FLAVOR OF "WORK STATEMENT" INCLUDING TASKS DONE BY DPC PERMREPS AS A MATTER OF ROUTINE.

12. CHAIRMAN RECAPPED FINAL TEXT AS DRC WILL FORWARD TO DPC FOR CONSIDERATION IN EARLY MAY. TEXT IS AGREED EXCEPT AS FOLLOWS:

- A. NETHERLANDS RESERVATION PARA 19B.
- B. CANADA/NETHERLANDS SUBSTITUTE FOR PARA 39.
- C. DENMARK/NETHERLANDS RESERVATION PARA 39.
- D. CANADA/DENMARK SUBSTITUTE FOR PARA 40.
- E. CANADA/DENMARK/NETHERLANDS RESERVATIONS PARAS 62 AND 74.

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